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ABSTRACT

This report provides an overview of vocational training programs and activities for Limited English Proficient (LEP) adults in California, with particular emphasis on Orange County and Merced County. State policy regarding LEP adults is discussed, as are the roles of state agencies in providing services to these individuals. Statistical information concerning the LEP population is also presented. This includes selected population data on the number and national origin of LEP inhabitants in Orange County, Merced County, and California as a whole. Also included are selected social and economic characteristics of Hispanic Californians, as well as employment data for this population. Specific programs are also reviewed. (Adjunct ERIC Clearinghouse on Literacy Education) (JL)

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VOCATIONAL TRAINING FOR LEP ADULTS IN CALIFORNIA

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VOCATIONAL TRAINING FOR LEP ADULTS IN CALIFORNIA

I. INTRODUCTION

A. The LEP Population

According to the 1980 Census, 21.5% of the total number of persons in the United States who speak a language other than English at home reside in California. This percentage is higher than for any other state in the country. Within the state, 22.6% of the population speak a language other than English at home, and 15.1% are foreign born (see Table 1). Between 1983 and 1987, the state received 104,544, or 32.5%, of the 321,704 refugees who came to this country. The vast majority, 72.2%, were from southeast Asia. Hispanics comprise nearly 20% of the population, 79.6% of whom are of Mexican origin. The state's foreign born population includes nearly one-third of all Hispanics and almost 40% of all Asians in the country.[1/]

TABLE 1

SELECTED POPULATION DATA FOR THE STATE OF CALIFORNIA: 1980 CENSUS

Characteristics	State of California
Total population	23,667,902
Percentage who speak a language other than English at home	22.6
Percentage foreign born	15.1
Percentage naturalized citizens	5.5
Percentage not citizens	9.6
Percentage Spanish origin	19.2
Percentage Mexican origin	15.3
Percentage Asian/Pacific Island origin	5.2
Percentage who speak Spanish at home	14.3

1/Bouvier, L.F., and Martin, P. Population Change and California' Future. Washington, D.C.: Population Reference Bureau, Inc., 1985, p. 5.

B. The Economy

The California economy experienced a period of slow growth during 1985 and 1986, reflecting the nation's economy as a whole in many ways. Civilian employment was 63.1% of the adult population and the unemployment rate was 5.8% in the state (see Table 2). The job growth rate for California and the rest of the nation were identical at 2.6% in 1986. Most of the employment growth was in the trade and the services sectors, which accounted for approximately 67% of the new jobs in 1986. The finance, insurance and real estate sectors also had high growth. There was little or no growth in the three sectors of mining, manufacturing, and transportation and public utilities. These trends are composites for the state. Some geographic areas have remained stable; others are experiencing rapid growth; and still other areas are in somewhat of a decline.[2/]

TABLE 2

SELECTED EMPLOYMENT DATA FOR THE STATE OF CALIFORNIA BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

Population Group	Civilian Noninstitutional Population*	Civilian Labor Force		Employment		Unemployment	
		Number	Percentage of Population	Number	Percentage of Population	Number	Rate
Total	20,539	13,747	66.9	12,955	63.1	792	5.8
White	17,410	11,658	67.0	11,027	63.3	631	5.4
Black	1,359	892	65.6	796	58.5	96	10.8
Hispanic	4,124	2,859	69.3	2,631	63.8	226	7.9

Source: BLS unpublished data.
*16 years and above.

2/ Annual Planning Information: California 1987-1988. Sacramento, CA: Employment Development Department, June 1987.

In spite of a relatively healthy economic climate in the state, Hispanics and Blacks have higher rates of unemployment. The data in Table 3 indicate that, on average, Hispanics (some of whom are limited English proficient) do not do as well as the total population. Hispanics are younger, and have more

TABLE 3

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF THE STATE OF CALIFORNIA 1980 CENSUS

	Spanish Origin Population	Total Population
Number	4,541,300	23,667,902
Percentage of total population	19.2	100.0
Median age (years)	22.8	30.0
Median household income in 1979	$15,171	$18,243
Median family income in 1979	$16,081	$21,537
Percentage families below poverty	16.8	8.7
Percentage person below poverty	19.1	11.4
Percentage ages 25 and over who are high school graduates	42.4	73.5
Percentage ages 16-64 with a work disability	6.5	8.2
Percentage persons under 18 living with both parents	73.3	77.4
Mean number of children ever born	1.6	1.2
Percentage female householder, no husband present, with children under 18 years	17.4	16.3

children, lower median incomes, higher percentages below poverty, and a graduation rate that is 30% lower than the rate for the total population of the state. However, they do not have as high a percentage of work disabilities as the total population for the state, and the percentage of persons under 18 living with both parents and the percentage of female householders with minor children are about the same as the state population.

Generally, the Asian/Pacific Islander population in the state is doing better than the Hispanic population, but some Asian ethnic groups are not doing as well as others. Respondents agreed that some southeast Asian ethnic groups who reside in certain parts of the state are having serious problems becoming economically self-sufficient. However, it is not possible to document this from the published 1980 Census data because numbers are small and data equivalent to that published for Hispanics are not broken down by the Asian/Pacific Islander subgroups.

Population projections for the state indicate that the labor force will grow by 5.8 million workers between 1980 and 2000. Many of these workers will be ethnic minorities. Some may be absorbed in the ethnic enclaves that have been developing in the state for a number of years. Often English proficiency is not needed for employment in the enclaves. But educational attainment will be a more important factor for future jobs than it has been in the past. Many Asian groups seem to pursue education; the extent to which the overall educational level of Hispanics will improve is a question.[3/]

The changing demographics in Mexico have important ramifications for future immigration to California. Mexico's population is expected to nearly double in the next three decades. This rapid population growth will add to the social, economic, and political problems in that country. As a result, there is likely to be increased pressure to emigrate to the United States, particularly to California, as it becomes more difficult to survive in Mexico.[4/] The flood

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[3/]Bouvier and Martin, 1985, op. cit., p. 35.

[4/]Ibid., pp. 44-46.

of legal and illegal immigration is expected to increase in spite of recent INS legislation designed to curtail the flow of illegals. Border crossing arrests are often used to assess the extent of the flow of illegals, and these arrests are continuing to increase.

II. STATE POLICY REGARDING LEP ADULTS

California elected officials and policy makers are very much aware of the cultural and ethnic diversity in their state. Bilingual education is a big issue in the public school system, and there appears to be a tolerance for different approaches to teaching English. Much of the state planning data for adults include ethnic breakdowns, but there is little data on English proficiency for adults. Most of the data that are available are for participants in ESL programs. The lack of data is probably due to the difficulty of measuring English proficiency in the adult population. The state does not promote an employment training model for LEP adults. Rather, the particular approach that is used is left to the local service providers.

It is the policy of the State Department of Education (SDE) to share Carl Perkins Act funds with the State Board of Community College on an approximate 55% to 45% basis. Almost all of the 55% share staying in the SDE is allocated to the K-12 student population, some of which goes to special needs students. The community college share is devoted to serving postsecondary and adult students. The extent to which LEP adults are served is determined by each local community college. The Special Needs Office in the SDE interprets the Perkins regulations in a way that appears to limit or restrict the use of Perkins funds for dropouts. It is their policy that a student must be enrolled in a vocational program before Perkins funds can be used for that type of student. Translated into program operational terms, Perkins funds are not used for assessment purposes. Since high school dropouts in California include a fairly high percentage of limited English proficient youth and since LEP dropouts need effective assessments, this policy restricts services needed by this population.

The State Department of Social Services is implementing a state-legislated project for "Greater Avenues for Independence" (GAIN), a state-wide program to reduce welfare dependency through adult training. In its initial phase, GAIN prohibits its AFDC clients who are LEP from concurrent participation in ESL and job training. According to a senior-level respondent involved in this program, this policy limits the scope and pace of vocational training and job placement for LEP adults in the state.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. State Agencies

The primary mechanisms at the state level for providing employment training for LEP adults are through the Office of Refugee Services and some grant projects funded by state agencies. Otherwise, a number of employment training, ESL, and basic education programs are available for adults, but not specifically for LEP adults. The models or configurations of services that are used to serve LEP adults are left to the local service providers. Some of the employment training and related programs funded by state agencies for adults are discussed in this section. These programs are available for LEP adults, but have varying kinds of entrance requirements.

1. State Department of Education

a. Career-Vocational Preparation Division

According to the 1988-89/1989-90 California Plan for Career-Vocational Education, the role of this Division within the State Department of Education is "to provide leadership, technical assistance, direction, financial resources, and other support to local education agencies in the delivery of quality programs and services to students."[5/] This responsibility is shared with the Office of the California Community Colleges. The Career-Vocational Preparation Division serves students in grades 9-12 primarily, but it does serve some adults. The Community Colleges provide vocational education for adults. Both agencies receive most of their funds from the state, but both also receive federal funds. The 1987-88 distribution of federal funds is shown in Table 4.

5/California Plan for Career-Vocational Education 1988-89/1989-90, Sacramento, CA: California State Department of Education, 1988, p. I-3.

TABLE 4

DISTRIBUTION OF FEDERAL VOCATIONAL EDUCATION FUNDS
1987-88

1 Program	2 Total VEA GRANT	3 State Department	4 Percent for SDE	5 Community Colleges	6 Percent for CC
TITLE II					
Total Administration	$4,873,740	$3,660,618	75.1	$1,213,122	24.9
TITLE II-A					
Handicapped	6,475,112	$3,367,058	52.0	3,108,054	48.0
Disadvantaged	14,245,247	7,407,528	52.0	6,837,719	48.0
Adult Training	7,770,134	3,885,067	50.0	3,885,067	50.0
Single Parents	5,503,845	2,751,922	50.0	2,752,923	50.0
Gender Equity	2,266,289	1,133,145	50.0	1,133,144	50.0
Criminal Offenders	647,512	323,756	50.0	323,756	50.0
TOTAL II-A	$36,908,139	$18,868,476	51.1	$18,039,663	48.9
TITLE II-B					
Program Improvement	27,842,982	15,231,911	54.7	12,611,071	45.3
TITLE III-A					
Community-Based Organizations	514,767	257,384	50.0	257,383	50.0
TITLE III-B					
Consumer and Homemaking Education	2,792,030	2,094,023	75.0	698,007	25.0
VEA GRANT TOTAL	$72,931,658	$40,112,412	55.0	$32,819,246	45.0

Source: California State Department of Education.

Some of the VEA funds that can be used for adult and out-of-school youth employment training are:

- Adults in Need of Training and Retraining - Twelve percent of available Title II funds. Funds are available through a competitive bid process. Five percent of the 12% are designated to state-wide and regional services. Certain percentages of the funds will be available to small, medium, and large sized eligible recipients.
- Single Parents and Homemakers - Eight and one-half percent of available Title II funds. Funds are available through a grant process.
- Criminal Offenders and Correctional Institutions - One percent of available Title II funds. Funds go to the California Youth Authority through an interagency agreement.

The Single Parent/Homemaker funds are administered by the State Sex Equity Coordinator. An attempt has been made to serve the different eligible populations equally with these funds. Thus, the state has been divided into areas, and grants are dispensed based on the needs of the populations in those areas. Several grants have been issued specifically for minorities, which include Hispanics, Asians, Blacks, and Native Americans. Most of these grants have been made to ethnic community-based organizations. As an example of services provided under these grants, one Hispanic organization provides outreach, training, guidance, support services, placement and follow-up.

Another provider of job training under the Career-Vocational Preparation Division is the Regional Occupational Program (ROP), consisting of 67 centers around the state. They are funded as part of the California Public School System based on student attendance hours. ROPs do not receive Perkins formula funds, however some receive other federal funds, such as JTPA. The ROPs serve primarily 11th and 12th grade students enrolled in the high schools. Most classes are open entry/open exit and schedules are arranged to fit individual needs. Some ROPs serve adults in addition to 11th and 12th graders. Those that serve LEP adults provide ESL. bilingual instruction, bilingual materials, and bilingual counseling.

The extent to which the LEP adult population is served by funding through the Career-Vocational Preparation Division depends on decisions made by the participating LEAs. According to the projected 1988-89 funding allocations, about $778,286 statewide or 13.5% of Perkins disadvantaged funds are designated for LEP services. The ROPs receive only about $500,000 statewide from Title IIA, IIB and IVB funds. But all ROPs serve adults, and if they do, services may or may not be provided for LEP adults. Those that serve LEP adults often provide ESL, bilingual instruction, bilingual materials, and bilingual counseling.

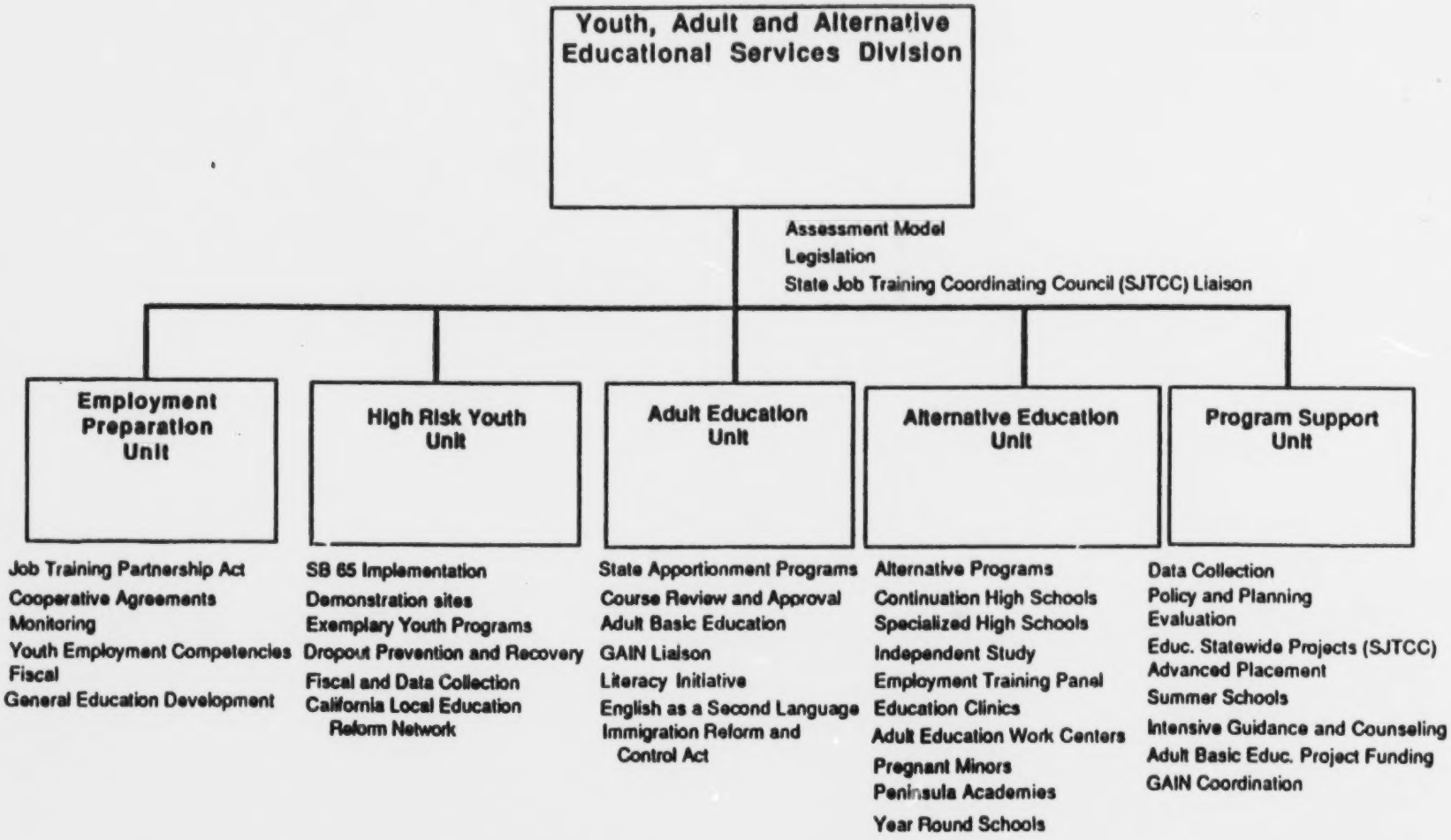
b. Adult Education

The agency primarily responsible for delivering educational services to adults in the state is the Youth, Adult and Alternative Educational Services Division of the SDE. As shown in Table 5 on the next page, the five key units in this division are the:

- employment preparation unit;
- high risk youth unit;
- adult education unit;
- alternative education unit; and
- program support unit.

The employment preparation unit operates several programs which serve LEP adults including the youth employment competencies and GED programs. This unit also administers $14.5 million in JPTA 8% program funds for the state JPTA program. Half of these JPTA 8% funds are allocated to local GAIN projects (see Section 3 below) for basic education, ESL and related services. The remaining JPTA 8% funds are allocated to state administration for this unit (15%), education statewide priorities (5%), and to special project grants awarded on a competitive basis (30%). A more complete description of the pattern and flow of JTPA funds appears later in this section. Through these JPTA 8% funds, the SDE supports basic education, ESL, VESL, literacy programs for at-risk youth, and occupational training. This unit uses its administration funds for technical assistance, research, program development and local workshops.

TABLE 5



CA-11

Approved _____
William D. Dawson, Executive Deputy Superintendent

Some Perkins funds are allocated to the high risk youth unit for dropout programs. The greater share of funds for dropout prevention, which serves LEP youth at-risk of leaving school, come from SB 65 implementation, a state legislated and funded program.

The major SDE program that serves LEP adult is adult education. The State of California spends more than any other state on adult literacy. The state currently receives $8.1 million from Federal Adult Education Act funds, and the state provides an additional $60 million in adult education program funds. In the 1986-87 program year, 1,416,021 adults participated in ten different adult education programs, including: elementary and secondary basic skills, ESL, citizenship, vocational programs, special education, programs for older adults, parenting education, health and safety education, and home economics. Of that number, 408,105 or 28.8% were enrolled in ESL classes.

The adult education unit uses the California Comprehensive Adult Student Assessment System (CASAS) to assess adult competencies. Scores included in the 1986-87 adult education report to the State Legislature indicate that about 65% of ESL students are functioning below a minimal level of English competency.[6/] Enrollment data revealed that of the adults in beginning classes, 85% were in ESL classes and 15% were in ABE classes. Enrollment trend data indicate continuing increases in enrollments in ESL, secondary basic skills and programs for older adults. According to the adult education unit, "demographic changes in the state's adult population have caused relative shifts in enrollment patterns among the ten state-approved program areas."

6/ Sunset Review Report on Adult Education in California, A Report to the Legislature as Required by Education Code Section 62006(a). California State Department of Education, Sacramento, 1987.

Reports on ABE enrollments for 1982-83 indicate that well over 75% of the 601,360 participants in the ABE and the ESL programs funded through this unit were considered to be limited-English proficient.[7/] Changes in workplace literacy requirements and program initiatives such as GAIN (see Section 3 below) appear to influence these trends. Other than the ESL services provided as a part of GAIN — coordinated by the program support unit -- the two remaining units in the adult division do not serve LEP adults in any direct way.

2. State Community Colleges

Most of the funding for the community college system comes from the state. Federal VEA funds comprise only 4-5% of the total community college funding. Community colleges may also receive federal JTPA funds. The State Department of Education works with the State Department of Social Services to administer JTPA job training funds for welfare recipients. JTPA 8% funds are used for literacy, basic skills, and some job training. Most of the training is in the services area and is non-credit. There are some training centers in ethnic communities funded largely by the state with some JTPA funding. Additionally, the community colleges may provide other services with JTPA funds through agreements with local PICs.

Most of the courses at the community colleges are part of a certificate or associate degree program. But an Employment Training Unit was established in the Chancellor's Office in 1982 in response to a decline in manufacturing in the state. This unit is responsible for immediate job training. At first, the unit emphasized retraining. Now the unit's approach is to try to attract business into the state. This strategy has attracted Nissan and Toyota to Orange County and a glass company to Barstow.

7/ Dale J. Rezabek, Communication, Culture and Employability in California, Part 1 — Demographic Summary, Consortium on Employment Communication, July 1985.

The state has put several million dollars into employer based training, which has an open entry/open exit format. A consortium of employers assist in defining training needs, provide equipment and instructors, and agree to hire graduates. Some of these programs are bilingual, some use ESL, and some use peer counseling. Students are encouraged to use existing programs at the community college to supplement their job training.

Many programs at the community colleges are job related. Statewide, there is a strong emphasis on literacy. Many southeast Asian refugees in the state are not literate. Other immigrants may have some English skills and training, but do not have transferable skills that can be licensed or credentialed (e.g., Filipino nurses). Job-specific English training and skills-upgrading are provided in some programs.

Most students attend the community colleges part-time (74%). The majority of the students are White (63%), 13% are Hispanic, 10% are Asian, and 10% are Black. About half of the students attend classes in the evening (48%). Most are self-supported (67%) and just under half (48%) and are employed full-time (48%). Forty-five percent are 30 years old or older; another 45% are 21-29 years old.

3. State Department of Social Services

The Greater Avenues for Independence (GAIN) program was signed into law in California September 26, 1985. The program offers job search, education, training, and support services to welfare recipients so they can become self-sufficient through unsubsidized employment. The total funds available for FY 1987-88 are approximately $210 million. A proposed $407 million are needed for FY 1988-89.

Each county is required to develop a plan that specifies how employment, training, and support services will be provided for GAIN participants. This requires a needs assessment and coordination with other agencies in the county. Tax incentives are offered to employers who train or hire GAIN participants. All of California's 58 counties are expected to have their GAIN programs operating by September 1988.

Of the 190,000 welfare recipients in the state in 1985, most were native born and mothers of school age children. Some are limited English proficient. Data on current GAIN participants indicate that 60-70% are in need of basic education, including reading, math, and ESL. GAIN has the following key elements to meet the employment needs of this population: assessment, training/education, job search, and support services.

All welfare recipients with children six and older are required to register with GAIN unless they are exempted. Persons who are not required to register are encouraged to do so. Day care and transportation are provided, if needed. Registrants sign a contract which outlines their rights and responsibilities, an explanation of the program, consequences for failure to participate and a negotiated assignment. Remedial education, ESL, and GED are provided, if necessary.

Workshops are used to train participants in job search skills such as preparing for an interview and locating job opportunities. Supervised job search activities assist persons who are recently unemployed or have just completed training.

An individualized employment plan is developed for each participant. The plan is based on aptitude, interest and achievement testing, counseling evaluation of work history and participant employment choices. The plans take into account the local job market. Following assessment, the contract between the participant and the county is amended to reflect educational or training selection and performance criteria.

The training and education may include short term work experience (three months), OJT, vocational training, grant diversion, supported work or other available training opportunities. The training/education may last up to two academic years, but must be tied to a specific job placement upon completion.

Most of the trainees will be placed in unsubsidized jobs. Training contractors will be paid based on job placement performance. Any successful trainee who is still unemployed after 90 days is referred to Supervised Job

Search. Successful trainees unemployed after the 90 day job search and unsuccessful trainees are assigned to long term work experience. Long term work assignments are reviewed every six months and participants are reassessed after 12 months.

Persons who are found to be out of compliance with their individualized employment plan are placed on three month supervision. Individuals who come into compliance within three months are reinstated. Reinstated participants or second time offenders have their grants reduced (single parent families) or terminated (two parent families) for three months and for six months for third or subsequent offenses.

Several support services are offered. Subsidized child care is available during participation in any program component and during a limited period of employment following completion of training. Participants will also be covered for the cost of books, tools, fees, and other expenses related to training and/or education. Transportation and other support services may be provided at the discretion of the county.[8/]

According to the latest field test report on GAIN, "English was identified as the native language by 87% of the participants; Spanish by 9%." This report was unable to identify native languages of its projected state-wide caseload. Projections of ethnic backgrounds for future statewide GAIN caseloads was: 36% Caucasian, 22% Hispanic, 28% Black, 13% Asian/Pacific Islander, and 2% American Indian/Alaskan.[9/]

4. State Occupational Information Coordinating Council (SOICC)

Getting a handle on the difference between labor supply and demand, an essential ingredient in planning, is difficult in California. The state has good demand information, but does not have supply information, largely due to a decentralized educational system.

As a result, a decision was made to develop a local labor supply kit. The development of the kit was funded by several sources including Perkins, JTPA, and Vocational Rehabilitation funds. A seven person committee comprised of the major contributors is overseeing development of the kit.

The kit is an instrument to be used at the local level to determine potential labor supply. It is designed to assess 1) how many enrollees and completers are in each occupational area; 2) what happens to graduates; and 3) how well the graduates are trained (based on a survey of employers). Following development, the kit will be field tested and disseminated to the 51 Service Delivery Areas (SDAs) in the state.

Demand data are collected routinely by the Employment Development Department which publishes employment planning documents that contain state and county-level data. The SDAs, which are prime users, are mostly single or multiple county entities. Information on LEP persons is not collected. Some reports, however, do include racial and ethnic data from the 1980 Census.

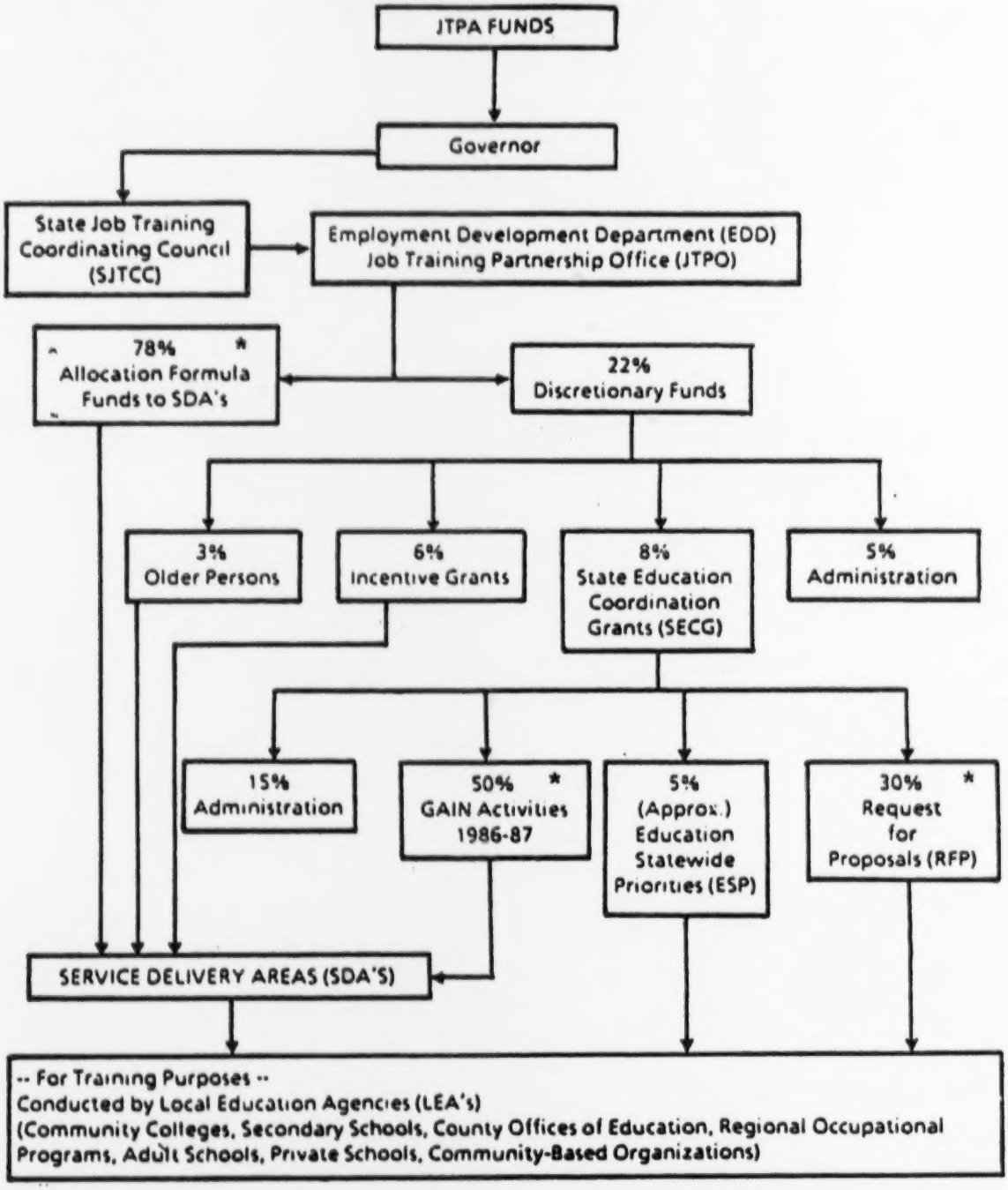
5. State Job Training Partnership Act Program (JTPA)

One of the primary questions of this study deals with the pattern and flow of funds for the LEP adult population. The chart on the next page (Table 6) illustrates the flow of DOL/JTPA funds and the points at which these funds intersect with other state programs. Although this chart does not specify types of recipients, it is fairly clear that three of the funding categories support some vocational services for LEP adults: 78% formula funds to SDAs, and the two categories discussed previously under the SDE adult education program. The bulk of JTPA program funds in California are administered at the local level by the various SDAs. As shown in Table 7, the 1988-89 allocation for Title II 78% funds of $141.3 million is distributed to the SDAs on a formula basis. Youth, school dropouts, and AFDC clients are identified in Table 7 as priority target populations for JTPA services. Given the size of the LEP population in need of employment services in the state, respondents assumed that these programs reach LEP adults and out-of-school youth.

8/ GAIN Greater Avenues for Independence. Sacramento, CA: Department of Social Services.

TABLE 6
STATE OF CALIFORNIA

JOB TRAINING PARTNERSHIP ACT (JTPA)
ADMINISTRATIVE FLOW OF FUNDS


JTPA FUNDS
Governor
State Job Training Coordinating Council (SJTCC)
Employment Development Department (EDD) Job Training Partnership Office (JTPO)
78% * Allocation Formula Funds to SDA's
22% Discretionary Funds
3% Older Persons
6% Incentive Grants
8% State Education Coordination Grants (SECG)
5% Administration
15% Administration
50% * GAIN Activities 1986-87
5% (Approx.) Education Statewide Priorities (ESP)
30% * Request for Proposals (RFP)
SERVICE DELIVERY AREAS (SDA'S)
-- For Training Purposes --
Conducted by Local Education Agencies (LEA's)
(Community Colleges, Secondary Schools, County Offices of Education, Regional Occupational Programs, Adult Schools, Private Schools, Community-Based Organizations)

*Serves LEP Adults.

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TABLE 7
JTPA FUNDS FOR PROGRAM YEAR 1988
(JULY 1, 1988 - JUNE 30, 1989)
TOTAL, ALL TITLES NATIONWIDE: $3.7 BILLION

Title II Training Programs for the Economically Disadvantaged		Title III Dislocated Workers	Title IV Federally Administered Programs	
A.	B.			
Adult & Youth Programs $1.807 Billion Nationally	Summer Youth Programs $750 Million Nationally \1	$287 Million Nationally	$933 Million Nationally	
Allotted to States by Formula	Allotted to States by Formula	$72 Million National Reserve	A. 1-Native Americans	$59.7 million
$181.1 Million to CA \2	$71.6 Million to CA \1, \2	$215 Million Allotted to States by Formula	2-Migrant and Seasonal Farmworkers	$65.6 million
	-To serve eligible youth during Summer months of 1988.	$19.9 Million to CA \2, \3	B. Job Corps	$716.0 million
			C. Veterans Employment	$9.9 million
			D. National Activities	$81.5 million

II-A:

22% ($39.8 Million) Governor's Setaside	78% ($141.3 Million) -To SDAs by Formula Allocation
8% ($14.5 Million) Education Linkages	-To serve economically disadvantaged.
6% ($10.9 Million) Incentives and Technical Assistance.	-10% window for non-economically disadvantaged.
3% ($5.4 Million) Older Worker Programs	-40% of funds for youth services.
5% ($9 Million) Auditing, Administrative, and Special Services Costs.	-State AFDC recipients and school dropouts to be served in the proportion that they appear in the eligible population.

1/ Summer program uses Program Year of October-September instead of July-June, and is forward-funded. Appropriation of $718 million will be used for summer of 1989. $750 million appropriated in 1987 will be used for summer of 1988.

2/ Does not include funds carried forward from prior year.

3/ Requires matching funds (100%).

Source: California JTPA Program.

There are some points of linkage and interaction between these state agencies. Generally, they occur because of legislative requirements for coordination and not necessarily due to a state policy for planning and coordinating vocational education and employment services for adults in general or for LEP adults in particular. These are briefly described in the next section.

B. Planning and Coordination

Very little, if any, state-level general planning and coordination effort is directed toward services for LEP adults. Other than lines of coordination and liaison required by the JTPA 8% funds, there is little linkage between the SDE and the JTPA program. The GAIN program appears to be the strongest force in the state for coordinating vocational training and employment services. GAIN is administered by the State Department of Social Services with fairly significant participation by the SDE adult education program, the local JTPA service delivery system, and the Refugee Assistance Program. Even so, LEP adults are included in this program only to the extent they happen to be represented in the AFDC client group participating in GAIN.

Several other coordinating mechanisms are relevant to vocational programs for LEP adults. There is fairly broad participation by relevant state agencies in both the State Job Training Coordinating Council and the State Occupational Information Coordinating Committee. The director of the SDE Youth, Adult and Alternative Educational Services Division serves on an interagency school-to-work transition team. This team focuses on general special needs groups, including LEP persons and the handicapped. Finally, some of the work of the California Alliance for Literacy is focused on issues and concerns of the LEP population and related ESL programs.

The next sections of this case study discuss services to LEP adults in two local jurisdictions: a large metropolitan area (Orange County) and a smaller city (Merced).

9/ GAIN Appraisal Program Field Test Report, prepared by the CASAS System, San Diego Community College District Foundation, 1987.

IV. ORANGE COUNTY, CALIFORNIA

Orange County is most famous for Disneyland, Knott's Berry Farm, its complex of national convention facilities in Anaheim, and its very low unemployment rate. The county, which borders Los Angeles County and the Pacific Ocean, consists of ten major municipal areas with Anaheim as the center. The other nine areas are Brea, Buena Park, Fullerton, La Habra, Placentia and Yorba Linda in the northern part of the county and Garden Grove, Orange, and Santa Ana in the south. Educational services are provided by two major community colleges, two high school districts, three unified school districts, a Regional Occupational Program (ROP), and a host of community-based organizations and private refugee resettlement agencies. A variety of job training, JTPA, and general social service programs are available as well. Many resettlement and social service agencies serve the large number of refugees who have settled in the county in the past five years. More than half of its current total population of about 2.7 million is in the labor force, and the current unemployment rate is around 2.3%.

A. The LEP Population

As shown in Table 8 on the next page, the 1980 Census revealed that almost 350,000 or about 18% of the population five years and older spoke a language other than English at home. Thirteen percent of the population is foreign born and 38% of the foreign-born segment is of Spanish background. Of the total population, 13.1% is of Spanish origin, 11.8% of Mexican background, and 4.7% of Asian/Pacific Islander origin.

It was reported that over 100,000 Vietnamese reside in Orange County in 1988, contrasted with only 18,000 Vietnamese reported eight years earlier in the 1980 Census. The Vietnamese Community of Orange County also indicates that Vietnamese hold jobs in a very wide range of occupations. For instance, 200 physicians recently arrived in the U.S. are now licensed and practice medicine in the county. Other Vietnamese, even those who speak very little English,

TABLE 8

SELECTED POPULATION DATA FOR ORANGE COUNTY, CALIFORNIA

Characteristics	Orange County
Total population	1,932,709
Population 5 years and over	1,803,698
Percentage who speak a language other than English at home (5 years and over)	17.8
Percentage foreign born (38% Spanish)	13.3
Percentage naturalized citizens	4.4
Percentage not citizens	8.9
Percentage Spanish origin	13.1
Percentage Mexican origin	11.8
Percentage Asian/Pacific Islander origin	4.7
Percentage who speak Spanish at home (5 years and over)	10.8

are able to get jobs in such industries as electronic assembly. Refugee oriented community-based organizations (CBOs) report placements of Vietnamese who speak English in shop floor supervisory positions. In these positions, the supervisors serve as translators when needed and provide basic support for those hired with limited English proficiency. Respondents from CBOs are more likely than government agency staff to suggest that the lack of English proficiency is not necessarily a barrier to employment. For example, some respondents from CBOs in the county report that some LEP adults are placed in jobs in which they speak only Spanish. However, almost all local government educational and training agency staff believe that any one desiring a job with any hope for self-sufficiency must become proficient in English.

In addition to Hispanics and Vietnamese, other language groups represented in the LEP adult population include Lao, Romanian, Ethiopian, Farsi, other middle eastern languages, and Polish. However, there are limited data available for providing a comprehensive description of the LEP adult population in Orange County.

In planning for the implementation of GAIN in Orange County, the Department of Social Services conducted a survey of their AFDC client population in the summer of 1986. Of the 14,875 AFDC clients ages 16-65, 34% were "time-expired" refugees; of the total, 35% were Asian, and 20% were Hispanic. Approximately 94% of all Vietnamese, 86% of Cambodians, 81% of all Laotians, and 20% of Hispanics indicated their native tongue as their primary language. Just as in the 1980 Census, AFDC clients were asked to give a self-report on their English language abilities. When asked about their English speaking abilities, 39% of Hispanics, 85% of Asians and 63% of other language groups indicated having minimal to no abilities. Fairly comparable percentages were given for English reading and writing abilities. Scores on basic English and math proficiency tests given to a random sample of these clients support these self-reports.

Although the overall unemployment rate for the county is 2.3%, more than 75% of AFDC clients are unemployed. About 65% of AFDC clients do not have the equivalency of a high school diploma. While these numbers (almost 15,000, which is slightly less than 1% of the population) are small, they no doubt represent only a portion of the LEP adult population who are both economically disadvantaged and in need of training.

In the AFDC client survey, approximately 30% were two-parent families with the remaining 70% of families having a female head of household. As shown in Table 9 on the following page, there is little difference between the total population and the Spanish population in terms of the percentage of families with no husband present. Almost 14% of Spanish families in the 1980 Census were headed by a female with no husband present. There are significant differences, however, when it comes to the percent of families in poverty, the percent of high school graduates, median household and family income and the percent of youth ages 16-19 enrolled in school. For instance, there is a $6,662 difference in the median family income. The Spanish population has a $19,256 median family income, low for this area but fairly high compared to other parts of the country.

TABLE 9

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATIONS OF ORANGE COUNTY, CALIFORNIA: 1980 CENSUS

Characteristics	Spanish Origin Population	Total Population
Number	285,722	1,932,709
Median household income in 1979	$18,812	$22,557
Median family income in 1979	$19,256	$25,918
Percentage families below poverty	12.1	5.2
Percentage high school graduates*	48.0	80.4
Percentage unemployed	6.9	4.1
Percentage in manufacturing	36.2	25.9
Percentage in retail	15.3	17.4
Percentage in professional and related services	11.6	17.4
Percentage ages 16-19 not enrolled in school, not H.S. graduate	**	12.6
Percentage persons under 18 living with both parents	75.1	78.6
Female head of household with no husband present	13.8	12.4

*Persons 25 years and older.

**Data not available.

B. Organizations Providing Services

The regional occupational program and the community colleges provide services to adults and at-risk or out-of-school youth in Orange County. Also, the county department of social services, the JTPA program, and a wide variety of community-based organizations (CBOs) and refugee resettlement groups provide vocational training and employment-related services to adults in general and to LEP adults in particular.

1. Regional Occupational Program

The North Orange County Regional Occupational Program, as is true of the other 67 ROPs in the state, is designed to serve as a linkage or transitional program between the secondary schools and community colleges. The ROP serves some special secondary students and out-of-school youth and adults not yet ready to attend community colleges.

The ROP is funded through state categorical funding and by special projects obtained through competitive RFPs. Although the ROP does not receive any formula Perkins funds, the ROP does receive over $10 million in categorical funds from five local school systems. The ROP also receives considerable funding from the SDE Sex Equity program, which is funded by the Perkins Act. In the 1987-88 program year, the ROP used almost $100,000 in sex equity funds to support single parent and transitional programs. These programs support the single parents who are LEP. In the '87-'88 list of special projects, there were five projects for over $350,000 funded by the JTPA programs in the area, including several 8% SDE set-aside projects and some 78% funds for individual assessment and training.

Vocational education offered by the ROP supplements the high school program for youth and adults 16 years and older. Through its adult training and re-training programs, the ROP seeks to serve LEP adults in three ways: (1) ESL only, (2) ESL and vocational training combined in a variety of ways, and (3) occupational or skill training as a separate activity. Occupational training is offered, for instance, in such areas as clerical, banking, data processing, practical nursing, dental assistance, and construction. In a typical welding course, 50% of the participants might be Hispanic, and 20% Asian. One or two might be women who are pursuing non-traditional jobs.

The ROP delivers much of its vocational training through special projects, which include JTPA customized training and employability skills project, Work Ability training funded by the Vocational Rehabilitation program, as well as several single parent and job development programs (see Table 10 for additional details on these projects). Much of the employment training provided by the ROP is supported by the various local JTPA programs.

TABLE 10
NORTH ORANGE COUNTY REGIONAL OCCUPATIONAL PROGRAM SPECIAL PROJECTS

PROJECT NAME	DESCRIPTION	ELIGIBILITY	BENEFITS	CONTACTS
JTPA Customized Training	Customized training is designed to provide eligible participants with vocational training, subsidized On-the-Job Training (OJT), and if necessary, , remediation in basic skills, work-related behaviors, and/or Vocational English As A Second Language. Training is customized to meet the needs of each participant, and whenever possible, OJT employers assist by identifying desired level of training for employment. Instructor Specialists counsel the participants, coordinate with the NOCROP instructors, select the OJT employers, provide continued support and conduct on-going follow-up	Adult participants who are JTPA eligible and have been referred to the program by either the Northwest or Anaheim Jurisdiction	1. Participants' attendance in the various training programs generate ADA 2 Positive interaction with the JTPA jurisdictions creates and maintains good public relations. 3 Extends the activities of NOCROP in its goals of training individuals for employment 4 Helps industry to better understand the goals of NOCROP and builds on the JTPA goals, resulting in stronger economy.	NOCROP-Acacia Facility Alexa Knight Skip Neely Beth Chiaro (714) 870-0930 Anaheim JTPA Pam Prichett Margo Prichard Ed Cruz Ray Herrera Joanne Black Patty Sekliver (714) 999-5174 La Habra JTPA Linda Daughters Tari Muse Vicky Casillas Nadine Stanel Virginia Stoll Cynthia Gulley (714) 526 2227 Ext 251
Work Ability I	A comprehensive employment preparation program which enables special needs high school students to secure and maintain employment. The major components are work readiness activities including assessment, NOCROP training courses, vocational training, employability skills training and 100 hours subsidized work experience leading to a permanent job.	1 16-21 year old special needs youth enrolled in high school. 2 Senior status or potential dropout. 3 Eligible for special education or identifiable as handicapped.	1. Additional enrollments into NOCROP courses will increase ADA. 2. Job placement assistance through Project personnel will increase placements. 3 New private sector employers will be identified. 4. Resources for hiring the handicapped and hard to place students, will be expanded	NOCROP-Acacia Facility Helen Harwell Nancy Newton Pat Nicholas (714) 870-0930 Anaheim Unified High School District Cheryl Escoe Riley Gaynor (714) 999-3526 Brea-Olinda Unified School District Bob Saulsbury (714) 990-7869 Placentia Unified School District Sandie Evenson (714) 996-7762 Los Alamitos Unified School District Jay Hills (213) 596-9212 Fullerton Union High School District Rich Barlidski Rita Nugent (714) 738-3305
Work Ability II	A special program designed to assist handicapped students and adults in completing their NOCROP training and successfully attain employment.	Project participants must be Department of Rehabilitation clients, or in the process of referral for DR eligibility	1. Through increased enrollments into NOCROP courses, the ADA will be increased. 2. Through increased job development assistance, the NOCROP instructor will benefit from increased placements.	NOCROP-Acacia Facility/Main Georganne Yerger (714) 778-2170 (714) 870-0930 Anaheim Rehab. Office Louis Reed (714) 635-5500 Brea Rehab. Office Donna Brown Maria Figueroa (714) 529-1984 Westminister Rehab. Office Ken Erlel (714) 894 5366
JTPA Employability Skills Project	To work in tandem with North Orange County Community College District Assessment Center in presenting Job Search Workshops to JTPA (Job Training Partnership Act) clients for the cities of Anaheim, La Habra and Garden Grove. The workshop topics consist of interview techniques, good grooming skills, application and data sheet completion, and resume preparation	Clients of JTPA programs in the Anaheim, Northwest Area, and Garden Grove	1 Employability workshops available to instructors 2 Related materials will be available to instructors next semester	NOCROP-Acacia Facility Mary Lou Benitjen (714) 870 0930
Career & Vocational Assessment	Interest, aptitude, basic skills testing and counseling	Special project participants, ROP students and prospective students referred by counselors, instructors and CGS's	1 Ensures placement or redirection into appropriate training area 2 Assists in providing student's strengths and limitations	NOCROP-Acacia Facility Roger Cox Grace Cowen Jerry Jurado (714) 870 0930

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TABLE 10 (CONTINUED)

PROJECT NAME	DESCRIPTION	ELIGIBILITY	BENEFITS	CONTACTS
SOLO	Vocational counseling designed to assist single parents/displaced homemakers in exploring occupational alternatives which are realistic and rewarding. Participants are assisted in the selection of an appropriate training program.	Single parents/displaced homemakers	1. Assists in appropriate placement into ROP classes. 2. Provides instructors with an additional counseling resource for the single parents/displaced homemakers enrolled in their classes.	NOCROP-Main Facility Mike Kraus (714) 778-2170
VEA Job Development	Design and field test a pre-employment skills curriculum to be utilized by instructors to assist their students in finding a job.	High school and adult NOCROP students	1. Provides instructors with lesson plans to assist students in job search activities. 2. Provides students with training in pre-employment skills, job search, self esteem, and work maturity.	NOCROP-Acacia Facility Rebecca Miltenberger (714) 870-0830

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2. Community Colleges

Two community colleges, North Orange Community College District and Rancho de Santiago Community College, provide a wide range of services for LEP adults including ABE, ESL and GED, employee-based/workplace training, support services and general vocational training. The North Orange Community College District receives over $350,000 in Title II-A and II-B Perkins funds. The II-B allocation is based on their percentage of ADA generated funds. Rancho de Santiago Community College serves the southern part of the county, including Santa Ana and Garden Grove through a variety of special JTPA, ESL, Perkins and private industry projects.

In addition to the Perkins Act state formula allocation for adult training, the disadvantaged and the LEP population, these community colleges compete for 8% funds for special projects. North Orange Community College, for instance, receives $48,000 in 8% funds for a special VESL project for vocational English, basic skills, and occupational training in five occupational areas. A majority of the participants in this project are LEP Hispanics with some migrant and seasonal farmworkers.

ABE and ESL classes are offered by North Orange Community College District at its two main campuses in Fullerton and Cypress, at four adult education learning centers, and in numerous community-based sites throughout the northern part of the county. ESL classes are offered in business and in workplace sites as well. Perkins Act funds are used to provide learning labs and related support services for LEP adults at the Cypress campus. Other Perkins and JTPA set-asides are used to provide employee based training.

Vocational ESL is used as a primary model of instruction in most of the JTPA 8% projects. In one special project, three instructional components are employed: vocational English, basic skills, and occupational skill training in business and clerical, machine shop, food services, janitorial services and landscaping. The SDAs recruit and assess all potential participants and refer them to the community college JTPA program. Respondents from the

community college indicated dissatisfaction with this procedure and with the assessment technique itself. The community college staff interviewed stated that their ESL lab staff are multilingual and have excellent assessment skills.

Accordingly, they would be more likely to integrate their assessment data into the instructional plan for each LEP adult. Combining assessment and instruction would avoid the sort of fragmentation described by the community college contractor staff.

General ESL services are provided in three learning labs for LEP adults who have occupational skills they had in their native countries and who need English language skills, local survival skills, and who have the potential for enrolling in vocational programs at the community college. Almost 17,000 adults participate in these ESL labs. Of these, 37% are 16-24 years old, 48% are 25 to 44 years old, and 12% are 45 to 59 years old. About two-thirds are Hispanic.

The Rancho de Santiago Community College overcame the problem of fragmentation in its assessment and instructional components by operating its own language and assessment center in a store front shopping mall site near the main campus. Most of these assessments are funded by the JTPA program because, according to the director of the assessment center, Perkins Act funds cannot be used for assessments prior to program participation by LEP adults who are disadvantaged for economic reasons.

As mentioned before, SER also functions as a satellite or adjunct training center for Rancho de Santiago Community College. SER does its own assessments and only screens out those who have no literacy skills in their own native language. These LEP adults are referred to the general ESL programs at the community college. SER would like to but is unable to serve those LEP adults defined as most in need of training. They have multiple barriers to employment including poor English proficiency, questions of residency, poor or no occupational skills, and no work record. According to

respondents from CBOs in the southern part of the county, the demand for ESL related services provided by CBOs like SER has increased because: (1) successful employment in the county depends on English proficiency; (2) employers expectations have changed; (3) undocumented workers, who meet the amnesty criteria of the INS, can now use the services of these agencies; and (4) the California English-only initiative.

3. Department of Social Services

The Department of Social Services provides vocational programs for LEP adults through the county office and through GAIN. For the initial or pre-GAIN planning effort, Orange County received $5.7 million for education, training, and support services. Through GAIN, the social services office operates a central intake and assessment process. Based on these assessments, individual LEP AFDC clients are referred to several different types of ESL providers, e.g., local mutual assistance agencies (MAAs), community colleges, CBOs and adult education learning centers. These local programs provide basic skills and ESL training to these AFDC clients.

Prior to the implementation of GAIN, most of the agencies that provided vocational and basic skills for AFDC clients for the county social services program completed their own assessments. However, GAIN requires that the social services staff completes the ESL and basic skills assessments and prescribes the type and level of training needed. According to the Orange County social services staff, most AFDC clients are employable from a regulatory point of view. However, from a social perspective, most AFDC clients, especially those who are LEP, are unemployable because of limited skills, lack of good work habits and poor motivation.

GAIN provides the central intake point for all refugees and potential LEP adults. GAIN is promoting an instructional model that provides concurrent participation in ESL and occupational skill training. While it was not the original intent of the legislation, it was decided that clients with major strengths in one area and very low skills in the other could benefit from

this model. GAIN and current refugee service components are being merged. The three primary program components (shown in Table 11 on the next page) are provided by those organizations.

Job search, placement and followup are crucial and highly evident parts of the training programs for LEP adults in the county. These components are essential services provided by the various refugee resettlement agencies. For instance, Catholic Charities operates a Targeted Assistance Programs for the Department of Social Services. In this program, refugees receive three types of services for up to 90 days. The first involves ESL and/or VESL in a classroom setting. Instruction is provided by volunteer teachers in groups of ten students for six hours per day, five days a week for four weeks. Instruction is in English and supplemented by native language speaking aides. The second component is job search and placement, which typically takes three to four weeks. The third component includes services that promote job retention and provide followup counseling. Followup occurs in 30, 60 and 90 day periods. In this process, considerable networking and program coordination occurs between the funding agencies, service providers, advocacy organizations, and the local employers.

4. JTPA Program

There are four SDAs which operate in Orange County. The City of Anaheim operates the primary SDA for Orange County with about $1.3 million in JTPA funds. There is a SDA for the City of Garden Grove, one for the municipal areas around La Habra, and another for the remainder of the County. These JTPA programs estimate the per participant unit cost for training to be $1448 with a placement rate of about 85%.

The JTPA program employs two general approaches for delivering vocational training and services to LEP adults. First, about 40% of its services are delivered by local contractors including a classroom instruction in basic skills, VESL and "shop-floor" training in selected occupational skill areas. Most of the 8% funds are devoted to purchasing these services. The balance of the JTPA services are delivered directly by the SDA using an OJT approach. This model provides, on average, about three months of training at a unit cost of $2,400.

TABLE 11
OVERVIEW OF LEP SERVICES PROVIDED BY REFUGEE CBO'S

Component	Provider/ Contact Person	Location	Goals(12mos.)	Language Capacity	Language Level	Program Description
ESL - English as a Second Language	The Cambodian Family	1111 Wakeham Santa Ana, CA 92705	Service-119	Vietnamese, Cambodian French, Spanish, Hebrew, Arabic, German and Lao	0-4	Provide ESL classes for Pre-literate and Survival levels. Provide night classes in ESL. (on volunteer basis)
	St. Anselms	13091 Galway Gardan Grove CA 92644	Service: 110-Preliterate 390-Survival	Vietnamese, Cambodian, and Romanian	0-4	Provide ESL classes for Pre-literate and Survival levels.
	Lao Family Community	1140 S. Bristol Santa Ana	Service: 160	Vietnamese, Cambodian, Lao, Hmong, and Eastern Europe	0-4	Provide ESL classes for Pre-literate and Survival levels.
Employment Services	The Cambodian Family	1111 Wakeham #E Santa Ana, CA 92705	Service: 204	Vietnamese, Cambodian, French, Spanish, Hebrew, Arabic, German and Lao	Any but prefer 3 & above	Provides workshops on job skills. Places clients directly into jobs.
	Refugee Job Center	2110 E. First # 115 Santa Ana, CA 92705 1784 W. Lincoln # B Anaheim, CA 92801	Service: 900	Vietnamese, Cambodian, Lao, Hmong, Eastern Europe and Middle Eastern	Any	Provides Pre-employment services to clients.
Vocational Training	Lao Family Community	1140 S. Bristol Santa Ana, CA 92704		Lao, Vietnamese, and Cambodian	2 and above	Provides Vocational training in Electronic Assembly.
	Vietnamese Community	3701 W. McFadden #L Santa Ana, CA 92704	Service: 120	Vietnamese, Cambodian, and Lao	3-4	Provide Vocational training in Quality Control.

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In both the contractor and JTPA direct delivery approaches, LEP adults are assessed and either referred to VESL or to general ESL to qualify them for vocational skill training slots. Once they have enough English proficiency to benefit from occupational training, they are referred to skill training or placed in an OJT slot. In some cases, LEP adults are placed in jobs in which they only need to speak their native language. JTPA respondents said they prefer that assessments are conducted by the organization providing the training.

5. Community-Based Organizations

Orange County has many CBOs as well as a rather diverse collection of private, non-profit refugee resettlement organizations that serve LEP adults and their families. For instance, SER - JOBS FOR PROGRESS serves as a training satellite center for Rancho de Santiago Community College. In addition, SER serves as a contractor for the JTPA program and project GAIN. In addition to SER the following agencies serve LEP adults: voluntary agencies such as Catholic Charities Job Center, Church World Service, Hebrew International Aid Society, International Rescue Committee, Lutheran Immigration and Refugee Services, and the Tolstoy Foundation; MAAs such as LAO Family Community, Vietnamese Community of Orange County, Cambodian Family Center, etc.; and other private contractors including St. Anselm's Immigrant/Refugee program, United Community Resource Service, and UAW-LETC.

All of these organizations deliver intake and assessment services, vocational training, job placement, and related support services to the LEP adult population of Orange County.

C. Planning and Coordination

There is extensive coordination among agencies providing vocational services for LEP adults. However, there is no formal mechanism for doing so. Coordination seems to exist primarily because of program and service-delivery linkages built into the program structure, funding patterns, and general models for delivering services. The high schools, the ROP, and community colleges

have articulation agreements that facilitate crossing credits from one level to the other as required. All five high school districts, for instance, give credit for vocational classes taken at the ROP. Little evidence is available to indicate whether LEP adults or at-risk youth benefit from this agreement. LEP adults do benefit from the articulation arrangement between SER and Rancho de Santiago Community College, in which college credit can be given for training at SER.

Some respondents describe close working relationships between their training program and employers. At the request of a hotel, one provider worked with several major hotels to develop on-site job-specific oral English training sessions for LEP adults.

As discussed previously, funding patterns create the opportunity for various agencies to work together. The ROP and community colleges receive cross-funding from all the major funding sources, e.g., JTPA, SDE, ORR, and GAIN. The implementation of GAIN furthered the need for the social services staff to work closely with most of the service providers operating in the county. One respondent indicated that since GAIN makes direct referrals for training, the staff must get to know and be able to work effectively with all their providers. This is done on an individual program by program basis and not through any formal or structured process.

Most respondents believe that local coordination occurs because of funding patterns and the flow of resources, and that funding agencies must be prepared to support coordinated program models if they indeed expect coordination to occur in any significant and on-going basis.

D. Additional Service Needs

Some of the JTPA funds for "classroom training" have been reduced and directed toward OJT and other program costs. Several respondents expressed concern with this approach. As discussed in some detail already, a variety of approaches are used to recruit, assess, and refer adults for specific training slots. As one respondent put it, there is unnecessary cost in time and funds for a

service provider to recruit a LEP adult, refer that person to the funding agency for assessment, and then have the agency refer the person to some other training provider for instruction. These CBO respondents suggest that LEP adults would benefit from a single-stop, comprehensive intake and assessment process.

Given the scope and density of this urban county, access to the major community college campus-based occupational training is needed. Administrators at the community colleges also believe they need to offer a more comprehensive array of services for LEP adults, especially those who are "most in need." One Community College Dean proposed changing the JTPA standards so that they are rewarded for serving LEP adults who are "most in need."

Finally, a respondent involved in a county-wide language and assessment center indicated that three elements are missing from the vocational program for LEP adults in the county. There is a need for support services, more long-term occupational training, and a need for program models that provide ESL, basic skills, and occupational training on a concurrent basis.

V. MERCED, CALIFORNIA

The City of Merced is located in Merced County, about 100 miles south of Sacramento in the central San Joaquin Valley. The county is primarily a rural area.

A. The LEP Population

Merced County contains high concentrations of migrant/seasonal farmworkers, many of whom were born in Mexico, as well as several thousand southeast Asian refugees. Both groups include large numbers of school drop-outs, and single and teenage parents.

Merced is a major permanent residence and settling out place for Hispanic farmworkers. Merced County contained 1,950 regular farmworkers and 4,910 seasonal farmworkers in 1981. Most live below the federal poverty level, averaging an income of $5,500 for a family of four.[10/] Farmworkers in this area average a seventh grade education and more than 75% have little or no English speaking abilities. Thousands are applying for permanent residency under the recently passed amnesty act.

Secondary migration of approximately 9,000 southeast Asian refugees has also affected Merced County. Ninety-eight percent of these refugees are Hmong from Laos. As of 1984, 70% were in the U.S. 37 months or more and many continue to have adjustment problems. Half have no education at all, coming from a preliterate society that had no written language until 30 years ago. Their farming practices are completely different from those used in California.

The 1990 Census data presented in Table 12 on the following page illustrates the concentration of Mexican origin and Spanish speaking persons in Merced County. The large influx of Hmongs, however, are not represented in the data since they arrived after the 1980 Census was taken. In addition, significant

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10/ The Central Valley Opportunity Center, 1984 Annual Report.

numbers of Armenians are also starting to arrive in the community. Hispanic and Hmong populations are having employment problems due to their limited English proficiency, lack of marketable skills, and poor economic conditions in the county. Refugees make up 8% of the population in Merced, but account for about 30% of the AFDC caseload.

TABLE 12

SELECTED POPULATION DATA FOR MERCED COUNTY, CALIFORNIA:
1980 CENSUS

Characteristic	Merced County
Total population	134,560
Percentage who speak a language other than English at home	26.5
Percentage foreign born	13.8
Percentage naturalized citizens	4.0
Percentage not citizens	9.8
Percentage Spanish origin	25.3
Percentage Mexican origin	22.6
Percentage Asian/Pacific Island origin	2.1
Percentage who speak Spanish at home	18.6

B. The Economy

Merced is the sixth poorest county in California based on per capita income and is one of the counties with the highest percentage of persons on welfare. Almost 65% of the county's budget is from state and federal sources and 13% comes from local property taxes. The 1980 Census data indicate that the labor force participation rate for Merced was 62.9% compared to the state's 64.3%.

The median household income ($14,665) was below the state average ($18,243). Furthermore, the percentages of persons and families living in poverty (14.7% and 11.9%) was higher than the statewide average (11.4% and 9.7%). The county has had double digit unemployment for the last four years with considerable fluctuation due to seasonal farmwork. In February 1987, the unemployment rate was 17%. The annual rate was close to 14%, more than twice the state and national average.

Since the most important industry in Merced is agriculture and businesses related to it, the area has been severely affected by the general nationwide downtown in agriculture in the last few years. About one-third of the persons employed in Merced are affected by this single industry. Beside agricultural production, other agriculture-related businesses include agricultural equipment manufacturers, implement and farm equipment dealers, and other agricultural suppliers. Thus, the county must address the dual problems of job creation and job training.

The elected officials and service providers in the community are overwhelmed by the number of unskilled LEP persons, the decline in the number of unskilled jobs, and the limitation of resources. They work cooperatively with each other and with the leaders of the Hispanic and Hmong communities in an effort to improve the situation. There is some antagonism, however, between the Hispanics and Hmongs who must compete for low income housing, jobs, and services. The Mexican-origin farmworkers have had a presence in the area that spans decades, whereas the Hmongs are recent arrivals who come from a very different culture.

C. Organizations Providing Services

The following organizations provide services for adults and out-of-school youth. Funding comes from several sources, as noted

1. Merced Community College

Merced Community College has an array of credit and degree granting programs that are typical of many community colleges in California. LEP adults have

access to these programs once they have reached a certain level of English proficiency. In addition, the college offers a variety of short-term, non-credit courses.

The Developmental Studies program provides ESL and basic skills training. Both credit and non-credit ESL are provided, but the non-credit ESL program is the largest. It serves both sexes and all ages. Classes are provided at a variety of times in several locations spread throughout the community for easy access. Most people can walk to class. Some classes are four hours a day, others are three hours a night, three nights a week, but there are more day students. GAIN students are eligible for transportation and child care. About two-thirds of the ninety GAIN students in the program during Spring 1988 were LEP, mostly Hmong. There are more Hispanic students in the basic skills programs. A six level test that was developed in-house is used to measure English proficiency.

Most of the employment training is for six to eight months and completion is competency based. Upon completion, students are given referrals for employment. Since most of the employment training program is funded by JTPA, the college works closely with the PIC and SDA in course development. The major employers with whom they have been working are in agriculture, light manufacturing, trucking, agricultural related businesses, support services businesses, county and city government, and officials from the military base in Merced.

Special job training programs have also been conducted for refugees. Training has been provided in auto mechanics and home construction. The community college has also provided community crisis assistance, legal aid, and VESL training for the refugees.

In 1987-1988, Merced was allocated $311,328 Perkins funds, including carryover funds, as follows: 67.3% Title II, Part A, 31.2% Title II, Part B, 1.5% Title III, Part B. The Title II, Part A funds are distributed by formula. LEP students were specifically allotted $16,395 of these funds, but they also receive services under such categories as disadvantaged students, adults needing training, and single parents. Another major

funding source is JTPA. The community college works with the PIC and covers the entire SDA. Limited English proficient adults are only served under this program after they reach a certain level of English proficiency. ESL and other services are provided by funds from GAIN and state and district funds.

2. Refugee Services

The goals of the Refugee Services in Merced are employment and training. The majority of the persons served by this agency are limited English proficient. Language services are provided with an emphasis on survival English, to help individuals to get and keep a job. Services are contracted out, for example, to adult education, the community college, and JTPA. The major source of funding is the federal Refugee Services Program.

By June 30, 1988, Refugee Services will be incorporated into the GAIN program. All of the assessment, ESL, and employment training will be provided for refugees through the GAIN infrastructure. ESL, employment training, and some support services will be contracted out by GAIN. GAIN will provide assessment, referral, and oversight. The refugees will be the only population served by GAIN who are not on AFDC.

3. Laos Family

This CBO provides a three week training course in VESL and helps refugees find jobs. It is funded mostly by Refugee Services and serves only LEP adults. By October 1987, a total of 58 refugees had gone through the program. Twenty-seven were placed directly, and 18 were in OJT programs. The center has not coordinated with GAIN or JTPA, but it hopes to in the future.

4. Hmong Women's Group

This program provides pre-employment training for Hmong women and is funded by Perkins Act Single Parent/Homemaker funds. Most Hmong women speak little

or no English and are not literate in their own language. They tend to interact predominantly in their own ethnic community rather than venture into the larger community.

Additionally, many lack knowledge about the world of work and the social system. They need assistance in learning to survive economically in an industrialized society. This program teaches them more about our culture and opportunities available for them.

5. Central Valley Opportunity Center

La Cooperativa Campesina de California is a Sacramento-based statewide association of migrant and seasonal farmworker organizations. It is an umbrella group for four private, non-profit organizations, one of which is the Central Valley Opportunity Center in Merced (CVOC). CVOC mainly serves migrant and seasonal farm workers, many of whom are LEP adults.

CVOC has several funding sources, including U.S. Department of Labor, JTPA 402 Migrant Seasonal Farm Worker; U.S. Department of Health and Human Services, Vocational and Academic Training Program; State Department of Economic Opportunity; U.S. Department of Education, High School Equivalency Program (HEP); Merced and Stanislaus County Refugee Services, Refugee Vocational Training Projects; and four Private Industry Council (PIC) projects. In 1986, CVOC was named a Qualified Designated Entity (QDE) under the Immigration Reform and Control Act (IRCA), which is the legislation for the anmesty program.

Some of the skills training that the Center provides are: data entry, welding/production maintenance, farm equipment operator, weatherization, general business, janitorial maintenance, cashier, automotive service and repair, printing, and video training/production.

Several other employment related services are provided. These include job search/preparedness skills, on-the-job training, direct job placement, customized employer services, vocational experience, and ESL. Some training is bilingual and peer counseling is used informally as needed.

The needs of students are assessed upon entry to CVOC programs. Most of the training is competency-based, certified postsecondary instruction. The JTPA Summer Youth Projects are half vocational training and half academic education and are designed to bring the youths' grades up so they can graduate.

Under the IRCA program, CVOC is providing services to persons applying for legal residency under the amnesty portion of the act. This requires extensive paperwork, assistance with applications for green cards, and often some citizenship, ESL, and basic skills training.

6. Private Industry Training Council (PITC)

JTPA is a major source of funds for job training in Merced. The program contracts with several organizations in Merced to provide this training. These include CVOC and the community college. The PITC provides assessment, OJT, skills training, employment referral, and referral as needed for ABE, ESL, and GED. Applicants go through three days of testing and staff decide what they need. Several staff members are bilingual, mostly in Spanish and English, because the southeast Asians tend to gravitate toward Refugee Services.

The PITC has an extensive program for high risk youth. Some of these youth are in school and others have dropped out. They include offenders, teenage parents, and truants. They often need pre-employment training and have no concept of work, but want to work rather than go to school. About one-third are LEP. Others speak some English, but mostly slang.

Another project targets 18-21 year old handicapped youth, many of whom are LEP. Most are school drop-outs. They are hard to assess, train, and place. These people have various handicaps such as physical handicaps (including blindness), learning disabilities, and emotional problems. There appear to be a disproportionately larger number from disadvantaged homes. This may be due, in part, to inadequate prenatal and postnatal care, and poor health care and nutritional deficiencies starting in infancy. The staff has problems sorting out their specific needs in terms of their limited-English proficiency, basic skills, and handicaps.

7. Merced Adult School

The adult education program in Merced is small due to a cap put on the program by the state. The program is supported by adult education, GAIN, and JTPA funds. The state mandates that they offer office occupation courses. Courses that are not subsidized are fee-based. Most of their clientele are refugees, except in office occupations. The program provides ESL, ABE, and GED under contract with JTPA and GAIN.

8. Merced County Schools

The school district primarily serves grades K-12. There is one program that serves some LEP out-of-school single parents and another program that is being the planned to serve out-of-school children of migrant farmworkers, many of whom are LEP.

The single parent program targets teenage out-of-school females who do not qualify for AFDC, JTPA, or refugee services but are in need of employment training. The program had $6,800 in Perkins funds and $9,000 in Merced Union High School District funds in 1987-88. Most of the latter funds were used for transportation and child care. Because of a relatively high rate of teen pregnancy and limited funds, the program has a waiting list. The LEP teenage mothers are Hispanic and southeast Asian, mostly Hmong.

As a start-up activity, the migrant education program working through the public school system is just beginning to identify school drop-outs up to the age of 21. These people will be referred to other programs for education and training. The staff are beginning to form linkages with CBOs, adult education, and JTPA.

9. Dos Palos High School

This high school is located in an agricultural area with a large number of Hispanic LEP farmworkers, and is about 30 miles from the City of Merced. The school utilizes adult education, GAIN, and IRCA funds for ESL, ABE, and

GED, and JTPA and GAIN funds for employment training. Thirty hours of classroom work in ESL and government were provided for persons applying for amnesty. The school received $500 for each person under IRCA for these services.

The school offers several employment training courses including meat cutting, retail sales, office occupations, landscaping, and janitorial maintenance. But students must have a certain level of English proficiency before they can take the classes.

Even though the school has a large facility, it is underutilized by the large LEP population. Some of this is due to lack of interest, but the administration feels that a large percentage of the LEP farm worker population does not know about the services. They do not have funds for outreach, and feel the need for a community liaison staff member or counselor.

10. Greater Avenues for Independence (GAIN)

The GAIN program is just beginning in Merced. It is funded primarily by federal, state, and local public assistance funds. At the local level, GAIN staff negotiate for a certain number of slots from other programs in the community, such as JTPA. The program's clientele are only AFDC recipients, many of whom are refugees and teenage mothers.

As the employment training services arm of the welfare department, AFDC recipients who register with GAIN are assessed to determine their needs and are referred to educational and employment programs based on those needs. An estimated three-quarters of the people they serve are Mexican and southeast Asian origin who are limited English proficient. Some case managers are bilingual in English and Spanish and one speaks the Hmong language. Most, however, are not bilingual. The GAIN forms are in English and Spanish only.

D. Planning and Coordination

The major problem in Merced is that there are not enough jobs for the overall population, and there are too many unemployed, unskilled people. Many of the unemployed are limited English proficient who also lack basic skills in their native languages. The school district has a high percentage of minority students who have a high drop-out rate. This results in fewer students and, thus, lost funds from the state.

Merced has comparatively good coordination of employment training services for limited English speaking adults and out-of-school youth. There could probably be some improvements if there were a lead agency in the community. The current planning and coordination that takes place is mostly driven by the type of funding that is required to operate the programs serving the population. For example, GAIN, Refugee Services, and JTPA coordinate with each other and with CBOs, the community college, and other educational institutions in the process of providing services and referring clients.

The elected officials and community leaders seem to be an integral part of the planning and coordination process. The county government has recently created the Merced County Office of Economic and Strategic Development and hired a full-time Economic Development Program Director. A diverse public and private economic development task force was appointed and charged with the development of local economic development strategies and projects.

E. Additional Service Needs

One of the needs most often mentioned by respondents was for trained teachers and counselors. Bilingual teachers are needed at all levels; other teachers need training in how to better understand and teach students from other cultures. Trained professionals are needed to assess the special problems of LEP persons, particularly those with handicaps and learning disabilities. Finally, outreach workers and counselors are needed in the outlying migrant farmworker communities to get people into existing occupational training programs and to help keep them in those programs until their training is completed.

ESL and VESL classes need to be more readily available. Some are filled to capacity and have waiting lists. Additionally, an approach is needed to teach ESL to illiterate people. According to one educated respondent, the illiterate people from his ethnic community do not have a logic system similar to that of literate people. As a result, traditional procedures used to teach English do not work for these people.

The educated people in the LEP communities are not utilized to their fullest potential because of state education credentialing requirements. They can be used as teachers' aides; but the pay is so low, few want these positions. Some strategies should be developed to use the talents of these people, especially in building linkages to the ethnic communities and as teachers.

JTPA, a primary provider of employment training, typically does not serve LEP adults well. One reason may be that many LEP adults need long-term support services. Often ABE, ESL, and training need to be continued during early employment. The need for long term, multiple services is not compatible with JTPA's performance-based approach.

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